

## Message Text

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PAGE 01 STATE 135209  
ORIGIN SS-25

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DRAFTED BY EUR/RPM:JHMADDEN  
APPROVED BY THE DEPUTY SECRETARY  
EUR - AMB. SHERER  
D/HA - MS. DERIAN  
S/P - MR. KAPLAN  
C - MR. NIMETZ  
EUR - MR. HARTMAN  
S/S-O -A. OTTO  
A. OTTO

-----112114Z 036355 /64

R 102331Z JUN 77  
FM SECSTATE WASHDC  
TO AMEMBASSY BELGRADE  
INFO USMISSION NATO

C O N F I D E N T I A L STATE 135209

EXDIS - FOR USDEL CSCE - AMBASSADOZ SHERER

E.O. 11652: GDS

TAGS:PFOR, NATO, CSCE

SUBJECT: INSTRUCTIONS FOR US DELEGATION TO CSCE PREPARATORY MEETING.

1. FOLLOWING ARE YOUR INSTRUCTIONS FOR THE CSCE PREPARATORY MEETING. SEPARATE INSTRUCTIONS FOR THE MAIN FOLLOW-UP MEETING WILL BE PROVIDED AT A LATER TIME.

2. THE FINAL ACT DEFINES THE TASKS OF THE PREPARATORY MEETING: "DECIDE ON THE DATE, DURATION, AGENDA AND OTHER MODALITIES OF THE (MAIN) MEETING." IT ALSO STATES

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THAT THE RULES OF PROCEDURE AND WORKING METHODS OF THE CSCE WILL APPLY MUTATIS MUTANDIS TO BOTH THE PREPARATORY AND MAIN MEETINGS. THE US DELEGATION SHOULD DIRECT ITS ACTIVITIES TOWARD THE TASKS AS SET OUT IN THE FINAL ACT, WHILE TAKING INTO ACCOUNT SEVERAL POINTS CONCERNING STRATEGY AND TACTICS.

3. GENERAL APPROACH

A. THE DELEGATION SHOULD CONTINUE TO COORDINATE CLOSELY WITH THE NATO ALLIES AT BELGRADE.

B. IT SHOULD ALSO CONSULT WITH REPRESENTATIVES OF THE NEUTRAL/NON-ALIGNED STATES, SEEKING TO INFLUENCE THEM ACCORDING TO THE ALLIED APPROACH.

C. IN CONTACTS WITH THE SOVIETS AND THEIR ALLIES, YOU SHOULD PROCEED IN A BUSINESSLIKE MANNER, AVOIDING UNNECESSARY CONFRONTATION, BUT PURSUING US OBJECTIVES.

D. YOU SHOULD ALSO REMAIN ALERT TO ANY NUANCES IN THE APPROACH OF INDIVIDUAL EASTERN EUROPEAN STATES, WHICH MIGHT DIFFER FROM THAT OF THE SOVIET UNION.

E. AS AT THE CSCE, YOU SHOULD MAINTAIN CLOSE CONTACTS WITH THE ROMANIANS, SEEKING, TO THE EXTENT POSSIBLE CONSISTENT WITH US POLICY AIMS, TO COOPERATE WITH THEM ON SPECIFIC ISSUES.

F. THE DELEGATION, WORKING WITH THE ALLIES, THE NEUTRALS AND THE YUGOSLAVS, SHOULD MAKE EVERY EFFORT TO MAINTAIN THE CONCEPT OF THE PREPARATORY MEETING AS BEING TECHNICAL IN NATURE.

G. IN THIS CONNECTION, YOU SHOULD CONTEST ANY EFFORTS TO PROMOTE DISCUSSION OF SUBSTANTIVE ISSUES AT THE  
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PREPARATORY MEETING, INCLUDING THE SOVIET IDEA ABOUT REACHING AGREEMENT ON A "POLITICAL CONCEPT" OF THE MAIN MEETING.

H. YOU SHOULD ALSO WORK TO KEEP THE PREPARATORY MEETING AS BRIEF AS POSSIBLE, WHILE PRESSING FOR ACHIEVEMENT OF US OBJECTIVES, IN ORDER TO AVOID PUBLIC DISILLUSIONMENT WITH AN INTERMINABLE SESSION ON TECHNICAL DETAILS.

I. YOU SHOULD COORDINATE WITH THE ALLIES ON TABLING A PAPER ON TECHNICAL MODALITIES FOR THE MAIN MEETING AT THE OUTSET OF THE PREPARATORY MEETING, IN ORDER TO GAIN THE INITIATIVE AND TO UNDERCUT ATTEMPTS TO ENCOURAGE DISCUSSION OF SUBSTANTIVE ISSUES.

J. THE DELEGATION SHOULD STRESS THE AUTHORITY OF THE FINAL ACT AND THE FINAL RECOMMENDATIONS OF THE HELSINKI CONSULTATIONS ("BLUE BOOK"), AND SHOULD NOTE THAT THEIR TERMS FORM THE BASIS FOR ARRANGEMENTS FOR

THE MAIN MEETING.

K. FINALLY, YOU SHOULD SEEK TO ACHIEVE WRITTEN AGREEMENT ON MODALITIES AGREED AT THE PREPARATORY MEETING.

4. AGENDA

A. THE DELEGATION'S PRINCIPAL OBJECTIVE SHOULD BE TO ACHIEVE AGREEMENT ON AN AGENDA WHICH SUPPORTS OUR BASIC APPROACH TO THE MAIN MEETING: EMPHASIS ON IMPLEMENTATION.

B. TO THIS END, YOU SHOULD POINT OUT THAT THE FINAL ACT SECTION ON FOLLOW-UP TO THE CONFERENCE INDICATES THAT THE AGENDA SHOULD CONSIST OF 1) AN EXCHANGE OF VIEWS ON IMPLEMENTATION; 2) THE IMPROVEMENT OF SECURITY AND DEVELOPMENT OF CO-OPERATION IN EUROPE (I.E., NEW PROPOSALS), AND  
3) FURTHER FOLLOW-UP ARRANGEMENTS.

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C. YOU SHOULD ALSO STRESS THAT THE LANGUAGE OF THE FINAL ACT CLEARLY INDICATES THAT THE REVIEW OF IMPLEMENTATION SHOULD APPEAR FIRST ON THE AGENDA.

5. RULES OF PROCEDURE AND FORMAT OF MAIN MEETING

A. THE DELEGATION SHOULD SIMILARLY NOTE THAT THE HELSINKI "BLUE BOOK" ALONG WITH THE WORKING METHODS DEVELOPED DURING THE CSCE ITSELF CLEARLY CONTAIN THE RULES OF PROCEDURE FOR THE MAIN MEETING. THIS IS EVIDENT SINCE THE FINAL ACT STATES THAT THE PROCEDURAL RULES AND WORKING METHODS OF THE CSCE, WHICH WERE DETERMINED BY THE "BLUE BOOK", AND THE ACTUAL PRACTICES FOLLOWED IN THE CSCE, ARE TO BE APPLIED MUTATIS MUTANDIS TO THE FOLLOW-UP MEETINGS.

B. YOU SHOULD SEEK AN ORGANIZATION FOR THE MAIN MEETING WHICH WILL RESEMBLE THAT OF THE THREE-PHASE CSCE. THUS, THERE SHOULD BE 1) AN INAUGURAL PLENARY SESSION WHICH IS OPEN TO THE PUBLIC; 2) CLOSED NEGOTIATING MEETINGS IN COORDINATING COMMITTEE AND SPECIALIZED SUBORDINATE COMMITTEES; AND 3) A CLOSING PLENARY SESSION WHICH IS OPEN TO THE PUBLIC. WITHIN THIS FRAMEWORK YOU SHOULD BE FLEXIBLE, SEEKING TO ENSURE THAT THE ORGANIZATION IS SUCH THAT THERE WILL BE ADEQUATE OPPORTUNITY TO CARRY OUT THE AGENDA BUT AVOIDING, TO THE EXTENT POSSIBLE, PROLONGED DEBATE OF ROUGHLY EQUAL ORGANIZATIONAL ALTERNATIVES.

6. CONVENING DATE AND DURATION

A. THE DELEGATION SHOULD SUPPORT A CONVENING DATE WHICH

WOULD ALLOW FOR ALLIED CONSULTATIONS IN THE PERIOD BETWEEN THE PREPARATORY AND MAIN MEETINGS. IF THE PREPARATORY MEETING FINISHES ITS WORK BY EARLY AUGUST, SUCH A DATE COULD BE LATE SEPTEMBER/EARLY OCTOBER.

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B. YOU SHOULD INDICATE THAT WE DO NOT DESIRE A PROLONGED MEETING; AT THE SAME TIME, WE BELIEVE THE MEETING SHOULD ACCOMPLISH ITS OBJECTIVES THROUGH A SERIOUS BUSINESSLIKE APPROACH.

C. YOU SHOULD SUPPORT THE IDEA OF REACHING AGREEMENT ON A TARGET DURATION OF APPROXIMATELY 12 WEEKS, WITH TERMINATION OF THE MEETING TO BE CONFIRMED BY CONSENSUS. YOU SHOULD OPPOSE ANY PROPOSALS TO SET A FIRM CUT-OFF DATE IN ADVANCE, OR A TARGET DATE WHICH WOULD HAVE TO BE EXTENDED BY CONSENSUS.

#### 7. FINAL DOCUMENT

A. YOU SHOULD INDICATE THAT WE FAVOR CONCLUSION OF THE MAIN MEETING WITH A FINAL DOCUMENT WHICH SHOULD SUMMARIZE THE RESULTS OF THE MAIN MEETING.

#### 8. MEDITERRANEAN REPRESENTATION

A. THE DELEGATION SHOULD TAKE THE POSITION THAT WE CAN ACCEPT CONTRIBUTIONS BY THE NON-PARTICIPATING MEDITERRANEAN STATES ON THE SAME BASIS AS AT THE CSCE; THAT IS, THESE STATES MAY BE INVITED TO SEND REPRESENTATIVES TO THE RELEVANT COMMITTEES OF THE FOLLOW-UP MEETING TO MAKE STATEMENTS, DISTRIBUTE WRITTEN CONTRIBUTIONS, AND ANSWER QUESTIONS, IF THEY WISH TO DO SO.

B. YOU SHOULD RESIST EFFORTS TO EXPAND MEDITERRANEAN REPRESENTATION BEYOND ARRANGEMENTS FOLLOWED AT THE CSCE, POINTING OUT THAT SINCE THE WORKING METHODS OF THE CONFERENCE ARE TO BE APPLIED MUTATIS MUTANDIS TO THE FOLLOW-UP MEETING, SIMILAR ARRANGEMENTS FOR REPRESENTATION BY THE PARTICIPATING MEDITERRANEAN STATES AT BELGRADE SEEM APPROPRIATE. AS A FINAL SOLUTION ON THIS ISSUE, YOU MAY AGREE TO CONTRIBUTIONS IN THE COORDINATING COMMITTEE AND

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TO INCLUSION OF LEBANON AND LIBYA AS CONTRIBUTORS.

9. REPORTING AND FURTHER INSTRUCTIONS

A. YOU SHOULD REPORT ALL SIGNIFICANT DEVELOPMENTS BY CABLE TO THE DEPARTMENT. YOU SHOULD ALSO PROVIDE AT LEAST WEEKLY A SUMMARY ANALYSIS OF THE SITUATION.

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A. YOU SHOULD CONDUCT AN ACTIVE PUBLIC RELATIONS POLICY, KEEPING THE PRESS, ESPECIALLY THE US PRESS, INFORMED OF DEVELOPMENTS, AND MEETING WITH VISITING OFFICIALS AND GROUPS, ESPECIALLY AMERICANS, TO THE MAXIMUM EXTENT PERMITTED BY THE WORK SCHEDULE.

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DRAFTED BY IO:PMBUNGE  
APPROVED BY IO:PMBUNG  
EUR/DMCELHANEY  
S/S:AOTTO  
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R 140420Z JUN 77  
FM SECSTATE WASHDC  
INFO USMISSION USUN NEW YORK 0000

C O N F I D E N T I A L STATE 135209

EXDIS - FOR LOWENSTEIN FROM BAKER

FOL REPEAT STATE 135209 ACTION BELGRADE INFO NATO DTD 10 JUN.

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MARGARET P. GRAFELD DECLASSIFIED/RELEASED US DEPARTMENT OF STATE EO SYSTEMATIC REVIEW 22 MAY 2009

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## Message Attributes

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**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
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**Review Exemptions:** n/a  
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**Review Withdrawn Fields:** n/a  
**SAS ID:** 2189070  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** INSTRUCTIONS FOR US DELEGATION TO CSCE PREPARA-TORY MEETING.  
**TAGS:** PFOR, US, NATO, CSCE  
**To:** BELGRADE  
**Type:** TE  
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